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ABSTRACT

The legislative mandate of Section 507, 1972 Education Amendments (PL 92-318), called for an evaluation and assessment of Title I (1965 Elementary and Secondary Education Act) operations and their impact on migrant students. Emphasizing a comprehensive description of program activities, the study did not attempt to measure educational quality by quantitative techniques, other than by some attitude questions asked of teachers, teacher aides, migrant students, and parents. The sampling plan provided an in-depth view of program activities in California, Florida, Texas, Colorado, Michigan, New Jersey, New York, North Carolina, Ohio, and Washington. Analysis method was to: (1) compile answers by subject and type of respondent; and (2) aggregate the data by State. Measures of central tendencies in response to questions were also derived and reported. The report is in 4 volumes; this volume (I) contains the contractor's executive summary, findings, recommendations, and the U.S. Office of Education's executive summary. Among the findings are: (1) migrant students fall behind their peers in academic achievement and grade levels, especially in grades 3 and 4; (2) most drop out of school before the 9th grade; and (3) a lack of uniform and coordinated planning and implementation results in duplication and gaps in service delivery. (NQ)

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EVALUATION OF THE IMPACT OF ESEA TITLE I PROGRAMS FOR MIGRANT CHILDREN OF MIGRANT AGRICULTURAL WORKERS

VOLUME I

EXECUTIVE SUMMARY,

SUMMARY OF FINDINGS, AND RECOMMENDATIONS

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EXOTECH SYSTEMS, INC.

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EVALUATION OF THE IMPACT OF ESEA TITLE I PROGRAMS FOR MIGRANT CHILDREN OF MIGRANT AGRICULTURAL WORKERS

FINAL REPORT

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Prepared for

Office of Planning, Budgeting and Evaluation
Office of Education
Washington, D.C. 20202

Under

Contract No. OEC-0-73-0884

January 25, 1974

The research reported herein was performed pursuant to a contract with the Office of Education, U.S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

by

EXOTECH SYSTEMS, INC.
5205 Leesburg Pike
Falls Church, Virginia 22041

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Exotech Systems, Inc.

Edward Klumpp, Project Director
Lyle Dechant
Guadalupe Guerrero
Sonya Iverson
Theodore Janssen
Linda Marmolejo
William Pepper
John Phillips
Donald Stroope

Interstate Research Associates, Inc.

Anthony Gutierrez, Team Leader
Alecia Aceves
IRA Field Staff

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GENERAL OUTLINE

VOLUMES I, II, III and IV

VOLUME I – EXECUTIVE SUMMARY, SUMMARY OF FINDINGS, and RECOMMENDATIONS

VOLUME II – IMPACT ANALYSIS

- Chapter I Purpose and Methodology
- Chapter II Impact of the Migrant Education Program on Migrant Students
- Chapter III Services Provided to Migrant Students by the Migrant Education Program
- Chapter IV Paraprofessional Program Aides
- Chapter V Home-School Relationships
- Chapter VI Advisory Councils
- Chapter VII Staff Attitudes
- Chapter VIII Parental Attitudes

VOLUME III – STATE ASSESSMENT

- Chapter IX Role Definitions for Management Functions
- Chapter X Sample State Management Practices
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- Chapter XII Coordination and Community Involvement
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- Chapter XV Program Issues

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VOLUME I

EXECUTIVE SUMMARY, SUMMARY OF FINDINGS, AND RECOMMENDATIONS

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STATES SURVEYED IN THIS STUDY

The following ten states were included in the survey sample:

California
Florida
Texas
Colorado
Michigan
New Jersey
New York
North Carolina
Ohio
Washington

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STUDENTS PARENTS TEACHERS POLICIES CRITERIA PLANS MEASURES POLICIES AIDES COSTS NORMS SCHOOLS VARIABLE PARENTS TESTS OBJECTIVES COSTS STUDENTS TEACHERS STATISTICS PLANS OBJECT STATIS AIDES MEASURES TESTS NORMS

Executive Summary PLANNING/EVALUATION STUDY

Evaluation of the Impact of ESEA Title I Programs for Migrant Children of Migrant Agricultural Workers

U.S. Office of Education /Office of Planning, Budgeting and Evaluation

EXECUTIVE SUMMARY

Evaluation of the Impact of ESEA Title I Programs for Migrant Children of Migrant Agricultural Workers

Purpose of the Study

In Public Law 89-750 of November 1966, the Congress amended Title I of the Elementary and Secondary Education Act of 1965 to authorize "payments to State educational agencies for assistance in educating migratory children of migratory agricultural workers."

The new program provided for grants to State education agencies (SEAs), or to combinations of them, to establish or improve, either directly or through local education agencies (LEAs), programs and projects designed to meet the special educational needs of these children. Grant monies were also to be used for interstate coordination of those programs and projects, including the transmittal of pertinent information from children's school records, and for coordination with programs administered under Title III-B of the Economic Opportunity Act of 1967 (Special Programs to Combat Poverty in Rural Areas).

Allocations for this program have increased from less than $9.75 million in Fiscal Year 1967 to nearly $72.8 million in Fiscal Year 1973. All States except Hawaii and Alaska operated programs and projects during Fiscal Year 1973, providing services to approximately 250,000 children, the great majority of whom were in kindergarten through the sixth grade.

In Public Law 92-318 of June 1972 (the Education Amendments of 1972), the Congress directed the U. S. Commissioner of Education to conduct a study of the operation of ESEA Title I as it affects the education of migrant children. The study was to include an evaluation of specific programs and projects "with a view toward the assessment of their effectiveness" and a review of the administration of programs and projects by the States. The Congress further directed the Commissioner to report by December 31, 1973, on the effectiveness of individual programs and projects, to evaluate State administration of programs and projects, and to make recommendations for their improvement.

Methodology and Deficiencies

To meet the Congressional mandate, the Office of Education's Office of Planning, Budgeting, and Evaluation (OPBE) drew a sample of 10 States. These included California, Florida, and Texas as "base States," where most migrant workers reside during much of the year, and Colorado, Michigan, New Jersey, New York, North Carolina, Ohio, and Washington as "receiving States," to which many migrant workers move during the crop harvesting season.

These States were chosen because among them they received more than 70 percent of migrant education program funds under P. L. 89-750 in Fiscal Year 1972 and because they provide good coverage of the major streams of migrant movement during the year. Within these States, random samples of school districts and school buildings with migrant education projects were visited, and random samples of school principals, teachers, teacher aides, volunteers, members of advisory committees, and students and their parents responded to questions on interview forms prepared for this study. The project director at each site visted was interviewed, as were migrant program coordinators and other officials in the 10 SEAs.

The random sample included 72 school districts. Visits to 3 schools in each district were planned but, because some districts did not have 3 project schools, 162 schools were actually visited. Interviews were held with 131 principals, 301 teachers, 158 teacher aides, 87 members of advisory committees, 435 students, and 395 parents. The study design also called for visits to 28 projects identified as noteworthy in quality, anywhere in the 10 sample States, so that 20 such projects could be described as case studies in migrant education.

The limited time allowed to make the study and write the report (18 months), together with the lack of reliable and comprehensive information on current projects, precluded a study design involving much larger samples of States, districts, schools, and individuals. The time factor also precluded the collection of before and after measurements on achievement tests and other outcomes, and contributed to making the study largely exploratory in nature and the report descriptive. It was not possible to assess and analyze achievement data from individual project sites, although test data supplied by States were used.

While the findings of this study are not necessarily representative of activities in States having relatively small involvement in the national migrant education program, they are highly indicative of what has been accomplished with nearly $350 million in Federal funds from Fiscal Years 1967 through 1973, of what effect the program has had upon its participants, and of what 10 of the most involved States have done in their role as program planners and managers.

Findings and Conclusions

The lack of reliable data at the national or State level on conditions prior to the Title I migrant education program makes it generally impossible to measure program impact in terms of change from those conditions. Findings and conclusions thus pertain primarily to conditions observed in the field during the spring and summer of 1973. They tend to corroborate and amplify some of the indications from such previous studies as those of the Audit Agency and the Office of the Secretary in the Department of Health, Education, and Welfare, and of the General Accounting Office. They also add precision to input for program planning and administration at all levels of program management.

The study indicated, for example, that migrant students fall behind their non-migrant peers in grade level and in level of academic achievement. It also discovered that these divergencies are most marked in the third and fourth grades. A possible implication is that many migrant students have not received adequate training in basic reading and arithmetic skills during the earliest years of schooling--skills which they are asked to apply to such complex concepts as those of science and social studies in the middle years of elementary school. If this is the case, what emerges is the need to plan and implement migrant education programs and projects which more effectively and consistently impart to migrant students, in their early years, the skills needed to work successfully in later years of school. Another possible implication is that economic or other family pressures cause the migrant child to miss school more frequently or to work less effectively in the middle years of elementary school, but the study found no substantiation for that.

The Office of Education's Digest of Educational Statistics for 1971 indicates that most migrant students drop out of school before the ninth grade. The migrant child has a 40 percent chance of entering that grade and an 11 percent chance of entering the 12th. By contrast, the non-migrant child has a 95 percent chance and an 80 percent chance of entering the ninth and 12th grades, respectively. The migrant study points out, however, that 90 percent of the 435 students interviewed wanted to stay in school in spite of the academic and economic pressures that combine to force them out. Most of the teachers, furthermore, indicated that migrant students had an improved self-concept and better adjustment to their school's social environment as a result of the migrant education program.

Migrant parents were virtually unanimous in their satisfaction with the experiences of their children at school, and half the parents said their children had been helped most of all in their academic work. Most parents wanted their children to go on to postsecondary education, and most of the children expressed a desire to enter a career requiring at least a high school education and, in many cases, a college education or trade school or other technical training.

Most migrant students enrolled in a migrant education program are in an elementary grade. A notably lower percentage of migrant students relative to non-migrants is enrolled in grades 7 through 12, and relatively few programs funded through the P. L. 89-750 program are found at those grade levels. In part, this finding corroborates the data of the Digest of Educational Statistics for 1971 regarding the high dropout rate of migrant children before ninth grade. It raises also the issue of the number, utility, and quality of programs at the secondary level for migrant children.

There are strong indications from the findings on student and parent attitudes and aspirations, combined with findings on student underachievement and over-ageness, that real and perceived academic failure and frustration are powerful factors in the dropout pattern. A possible implication is that secondary programs should be designed and tested on a pilot basis to provide migrant students with a combination of economic support, effective remedial work, and a clear sequence of activities leading toward the instructional and career goals often indicated by the students and their parents.

Despite the opinion of school principals that economic pressures, lack of communication skills, and inappropriateness of curriculums to student needs are the main reasons for the high migrant dropout rate, fewer than half the schools in the study attempt to gear curriculum to these children's specific interests, and fewer than one quarter provide individual counseling. Only 17 percent of project directors in base States and 11 percent in receiving States indicated that preschool education was provided with P. L. 89-750 monies. Vocational training was more frequently available, but the report notes a tendency to channel underachievers and "problem" children into vocational training. There was not enough assessment of student needs and interests, of present manpower needs, or of long-range job trends and opportunities in designing vocational training projects.

An unexpected finding was that, according to the responses of the migrant parents interviewed, 83 percent of migrant children did not attend more than two schools during the 1972-73 school year. One possible explanation of this is that a child was enrolled in one home-base school during most of the school year and that the parent was interviewed in the base State before migrating. Other possibilities are that the child traveled with the family only to one district, where the child attended a migrant project, or that the child traveled with the family to several districts but attended school in only one of them. The contractor's opinion was that both the latter two situations are common.

A wide variety of procedures and instruments for assessing the instructional needs of migrant students is used at both State and local levels. One result is the frequent lack of continuity and reinforcement in instructional programs for migrants as they move from base State to receiving States and return. Summer programs in receiving States are often designed primarily to keep children out of the fields and are terminated to prepare school for "regular" programs in the fall even though migrant students are still in the area and still need services. Insufficient coordination of program and project planning and implementation among States often results in duplication or gaps in services. A child may receive an overdose of teaching or testing--or even inoculations--while getting nothing of other services that he needs.

A wide variety of testing instruments and procedures is also in use, although an effort is under way among State coordinators to promote use of specific testing instruments in reading and math. Some migrant students are pre-tested only, some are post-tested only, some are never tested, and some are tested to exasperation. Although the study did provide some gross indications of grade-equivalent achievement of migrant children in the base States, it was not possible, given the time constraints of the study, to do a more elaborate assessment of academic progress.

The States have attempted to provide current information on migrant children's academic and health status through the computerized Migrant Student Record Transfer System (MSRTS), based in Little Rock, Arkansas. Although most project directors and principals indicated that MSRTS was useful to their school and staff, 44 percent of the teachers interviewed did not use information from it. The reason most often cited was that information arrived too late to be of use or did not arrive at all. Some teachers preferred to do their own assessment of a child's status and did not consider MSRTS information to be necessary or, in many cases, reliable.

The system would have great potential for better implementing its original purpose of student-data storage and transmittal if more extensive and accurate information were provided more rapidly and on an improved record format. It appears also to have potential as the basis of a management information system which would gather, aggregate, and compare data about migrant students and about migrant education programs and projects, using data from other Federal and State agencies serving migrants as well as data from present sources. A continuing issue, however, is the accuracy and completeness of data now in MSRTS. The issue will persist until a systematic audit is conducted by an independent agency neither accountable for the present quality of the System nor likely to benefit from validation of its accuracy.

The task of determining the number of migrant children eligible for services in a given State during a given year is an extremely difficult one. It is not clear from the study's findings that a better formula and process can be found without large costs and effort, although recommendations for alternatives are made. What is clear, nonetheless, is that the present process results in numbers of children which are likely to be undercounts in many States (given the likely exclusion of considerable numbers of migrant workers from employment estimates made by the U.S. Employment Service, and given the likely unwillingness of some workers and crew leaders to register with interstate migrant-referral services) or overcounts in other States which receive large proportions of single male migrant workers. In fact, the numbers of children resulting from the formula differ substantially from estimates by migrant program staff of the numbers of children actually being served, as derived from the numbers of children recorded in MSRTS. Furthermore, a possible effect of a fixed allocation of funds derived from the present formula and process is to discourage a State from actively recruiting migrant children for migrant projects on the grounds of "dilution of services." It thus appears that re-examination of the present funding formula and process should be a high priority for policy-makers.

A further problem for State and local planning is that the funding formula does not include estimates of the number of children of former migrants who have ceased to migrate within the last five years, even though such children are eligible for services with a lower priority relative to "current" migrant

children. Th report proposes new estimating procedures based on information in MSRTS once the accuracy of that information is being validated on a continuing basis It further proposes an interim pro.edure using information currently gathered by the Office of Education from the States, provided that such information is also systematically validated.

Criteria for funding a migrant education project vary from State to State but are usually based on the number and concentration of migrant children, the willingness of school districts to provide comprehensive programs, and the availability of funds. The amount of funding in base States is determined largely by the number of children to be served, but in receiving States the type of program is also an important criterion.

Interstate coordination in the migrant program generally consists of participation in funding and utilizing MSRTS, limited exchange of teachers, and use of curriculum materials developed in other States. Coordination of funds and services from other State programs generally means conversations with members of State staffs of these programs, occasional joint ventures in pilot studies (e.g., day care in California), and loosely enforced requirements or suggestions that districts coordinate project activities with other agencies serving migrants.

A major obstacle to greater interstate cooperation and to intrastate coordination of services affecting migrants is the plethora of definitions of migrants and seasonal farm workers and of eligibility requirements for program services. Administrators and potential recipients of services may find Federal, State, and local programs affecting migrants overlapping, contradictory, or mutually exclusive. An implication of this situation is that a uniform definition of a migrant, or at least a series of carefully coordinated definitions for various programs, would encourage greater interstate coordination of programs and intrastate coordination of services.

Other major obstacles to coordination at all levels have been late funding and, even worse, changes in funding like those in Fiscal Year 1973. This situation severely hampers program and project planning and the subsequent implementation of comprehensive and coordinated activities. It is not uncommon for the migrants to have come and gone--without receiving services--by the time a State finally receives its total allocation from the quarterly payment system under a "continuing resolution." States are likely to have unexpended funds at the end of the fiscal year and must either return monies to the Treasury or carry over funds, as authorized, for use in the following fiscal year.

The combination of uncertain funding and a highly mobile student population has hampered States in attempting regional or "stream" program planning, has hampered districts in hiring and training specialized staff persons for migrant projects, and has discouraged potential specialists in migrant education from planning a career in a program or project that may be abruptly cancelled at any time. Uncertainty of funding and, consequently, of program and project staffing and implementation is made worse by State allocations that are inflexible once the Federal funding level is finally determined. This discourages active recruitment of eligible children in a school district for services that have often not been carefully planned and coordinated to meet those children's needs.

EXECUTIVE SUMMARY

Evaluation of the Impact of ESEA Title I Programs for Migrant Children of Migratory Agricultural Workers

Purpose of the Study

The study was designed to fulfill the legislative mandate of Section 507 of the Education Amendments of 1972, PL 92-318. The mandate called for an evaluation and assessment of the operations of Title I of the Elementary and Secondary Education Act of 1965 as such title affects the education of children of migratory agricultural workers.

Aims, Methodology and Limitations

Under contract to the Office of Planning, Budgeting, and Evaluation in the U.S. Office of Education, Exotech Systems, Inc. studied the effectiveness and reviewed the administration of such programs by the states with the objective of developing recommendations for improvements. As part of the study, ESI and its subcontractor, Interstate Research Associates, conducted site visits in ten sample states that represent about 75% of migrant program funds, to obtain data to fulfill the scope of the study.

The samples of states, projects, LEAs, schools and classrooms were explored with an individually administered interview guide and through secondary data sources in order that the inputs into the migrant education process could be identified and measured or described. This study was not designed to measure the quality of education by quantitative techniques, other than by some attitude questions which were asked of teachers, teacher aides, migrant students and parents of migrant students.

The analysis method was to compile the answers to questions by subject and type of respondent and then to aggregate the data by state. Measures of central tendency were derived and reported. Where deviations existed, survey data or secondary source data received from USOE were examined to substantiate the finding and to attempt to find an explanation. The state was selected as the first level of aggregation for tabulation of the data collected in the

interview guides. The second level of aggregations were made where geographical location might be expected to determine program characteristics. Data are considered to be representative for the state of California and, at least, highly indicative for all other states in the sample.

The emphasis of this study on providing a comprehensive description of program activities caused the sampling plan to be designed to provide an in-depth view of program activities. The basic method of validation was to corroborate findings by comparing questionnaire responses of individuals at various levels in the program organizational structure. Central tendencies in the responses to the questions were often apparent, as well as variability between states. Differences in the central tendencies relative to the base states and receiving states are also noted.

The exploratory nature of the study, in terms of identifying areas in which hypotheses may be formulated and tested as a result, led to the collection of data which provided a base point in terms of further study efforts.

Findings and Conclusions

Migrant students fall behind their peers in academic achievement level. Study findings indicate that migrant students tend to fall behind the norms population in the earliest years of school and never catch up.

Migrant students fall behind their peers in grade level. The average migrant student is from six months to eighteen months behind the expected grade level for his age group.

Migrant students fall most markedly behind in both achievement level and grade level in the third and fourth grades. Achievement levels of migrant students diverge markedly from the norms population during the third and fourth grades. Approximately three years are required for the average migrant student in California and Texas to move about one grade level in the third and fourth grades. Further study is necessary to determine why the third and fourth grades are so difficult for migrant students.

Most migrant students drop out of school before the ninth grade. The average non-migrant student has a 96 percent chance of entering the ninth grade and an 80 percent chance of entering the twelfth grade. The migrant student has a 40 percent chance of entering the ninth grade and only an 11 percent chance of entering the twelfth grade. More than 90 percent of the 441 students who were sampled expressed a desire to stay in school despite the academic and economic pressures that combine

to force them to drop out. Further study is necessary to determine the relative influences of academic and economic pressures in causing students to drop out.

Most migrant students enrolled in PL 89-750 programs are in the elementary grades. A higher percentage of migrant students are enrolled in early grades one to six and a lower percentage are enrolled in the higher grades seven to twelve relative to the average percent of the student population enrolled per grade for all children.

A number of state reports indicate that migrant students can equal or exceed the academic achievements of the norms population. Pre-test and post-test results of New York migrant students over a six-to-eight-week summer period showed an average grade-equivalent gain of four months in reading and slightly less than four months in arithmetic, which was more than the norms group gain of one to two months. California migrant students' pre-test and post-test scores indicated gains of 6.16 months in reading and 5.72 months in arithmetic over a six-month period.

Student progress cannot be adequately assessed at the national level, however, because of lack of guidelines and uniformity in evaluative procedures. No standardized measures are used universally to evaluate the educational gains of migrant students or for placement. As a consequence, no national figures have been developed for normal educational gains for migrant students. Migrant students are not all tested at the same time. Some students are pre-tested, some are post-tested, some receive both tests, and others receive neither.

There is no unified and coordinated national approach to need assessment of migrant students. No standardization of need assessment exists among the states. Most need assessment is of sub-groups of migrant students, usually at the local or state level. Base states utilize standardized achievement tests, teacher-made skill tests, teacher ratings, and the Migrant Student Record Transfer System, (MSRTS), to determine needs. Even where standardized testing is used, a wide variety of instruments is employed by the states.

Students in the PL 89-750 program and their parents both have positive attitudes toward school. The majority of teachers indicated that their migrant students had a better self-image and were better able to blend into the school social atmosphere as a result of participating in the program over several years. Ninety-eight percent of the parents who were sampled are satisfied with the experiences their children are receiving at school, and half the parents believe the school has helped their children most in the academic area. The majority of parents indicated they want their children to go to college. Ninety percent of the students want to stay in school, and a substantial majority aspire to those professions that require at

least a high school education, and, in many cases, a college education, trade school, or technical training.

Program design and instructional approaches do not have sufficient uniformity and continuity between the base and receiving states to meet the educational needs of migrant students. The emphases of educational and supportive services vary from state to state. Even though many summer programs are designed primarily to keep children out of the fields and provide supplementary educational experiences, less than a third provide extended day services. Programs are terminated to prepare for fall enrollment while the migrant children are still there to be served.

Lack of uniform and coordinated planning and implementation results in duplication and gaps in delivery of services. Project directors indicated that services are offered with little consideration to the different roles of base and receiving states in providing these services. Gaps were apparent in the provision of pre-school services, and few children receive pre-school instruction. Almost all projects, whether in base or receiving states, offer medical and dental examinations, yet a third of the migrant students sampled indicated they had not received any examination.

Program planning and implementation tend to be directed toward corrective rather than preventive measures to keep migrant students in school. A large majority of base and receiving state principals indicated that economic pressures, lack of communication skills, and inappropriateness of curricula to the needs of students were the primary reasons for students dropping out of school. However, the interview data indicate that less than half the schools attempt to gear curriculum to the child's specific interest and less than one quarter provide individual counseling. Only 17 percent of the project directors in base states and 11 percent in receiving states indicated that pre-school education was provided with PL 89-750 monies. Twenty-one percent of the base-state directors and 41 percent of the receiving-state directors indicated that vocational training was provided or augmented by PL 89-750. However, there is a tendency to channel under-achievers and problem children into vocational training, using it as a substitute for dealing with problems instead of using it to provide students with occupational preparation. Student needs; local, state, and national manpower needs; and job trends and opportunities should all be given more consideration in the design of occupational preparation as well as vocational training components.

Procedures for allocating funds discourage recruitment of eligible children. Findings indicate that the allocation of funds is not linked to the number of children recruited, so further recruitment of children only dilutes the available funds and thus delivery of services. Allocation procedures, therefore, have lessened the impact of the PL 89-750 legislation.

Lack of national program strategies impedes coordination in program planning. Lack of uniformity in eligibility definitions employed by the PL 89-750 program and other agencies impedes coordination of services. The funding formula makes further difficulties in planning because it does not include estimates of the children of settled-out migrants who are eligible under the five-year provision.

Continued categorical funding is required to guarantee continued educational services for migrant children. SEA findings reveal that minimal amounts of state funds have been allocated for migrant education. A large majority of base-state (74 percent) and receiving-state (94 percent) project directors indicated that local funds would not be available to continue the projects established by PL 89-750. Community apathy definitely limits local support for programs for non-residents.

Administrative and programmatic disparities between regular Title I and PL 89-750 hinder the development of a national coordinated delivery system. The USOE Migrant Program Branch and state migrant administrators function under regular Title I administration. PL 89-750 administrators are responsible for programmatic decisions, thus requiring greater technical assistance and monitoring of state and local projects, whereas regular Title I administrators perform primarily a regulatory function. Interstate coordination of migrant administrators, unlike Title I administrators, is required, yet in many cases migrant administrators are hampered by restrictions on out-of-state travel by SEAs and state regulations. Further difficulties arise because Title I primarily services an urban constituency and the migrant program serves a mobile rural population. Title I administrative funds for PL 89-750 administration are controlled by the regular Title I administrator in the SEA.

Conclusion. Despite barriers to cooperation imposed by state boundaries and the autonomy of local education agencies, migrant administrators and educators have paved the way for the development of greater continuity in the education of migrant children. Joint state planning ventures in coordination and sharing of resources, facilities, curriculum practices, and the training of personnel have gained momentum in migrant education. The Migrant Student Record Transfer System, which facilitates the transmission of student academic and health information, is used by the majority of schools and has great potential for maintaining continuity in the students' education. Greater use of the system is anticipated when modifications now being made enhance its credibility.

The discontinuation of Federal migrant education monies would immediately dispossess the migrant children of their opportunities for equal education.

SUMMARY OF FINDINGS

IMPACT OF MIGRANT EDUCATION PROGRAMS ON MIGRANT STUDENTS

1. There is no one standardized test instrument that is used universally for placement purposes or to evaluate the educational gains of migrant students.

2. Migrant students are not tested at the same time. Some may be pre-tested only, some post-tested, some both and others neither.

3. No national figures have been developed for normal educational gain for migrant students. The migrant students are usually compared with the publisher norms group or with the presumed norm for disadvantaged children, neither of which may be applicable.

4. There is no way of knowing whether or not any educational gains among the students are a result of PL 89-750 funds, as only migrant students who are benefiting from PL 89-750 funds are tested.

5. In most cases, migrant students register greater gains in reading than in arithmetic over the same time period.

6. Various test results published by the states indicate that those migrant students who are tested do indeed make educational gains between the pre- and post-tests. Tests administered in New York show the students as having made an average grade equivalent gain in reading of four months and in arithmetic of slightly less than four months during the six to eight week summer program. Scores from tests administered in California indicate that migrant students who took a pre- and post-test, six months apart, experienced a gain of 6.16 months in reading and 5.72 months in arithmetic.

7. While the migrant students are making gains in education between pre- and post-tests, they are also functioning at a lower level than expected for their grade or age group. Further, while the students continue to make gains as they advance in age, they continue to widen the gap in grade equivalents expected for their age groups.

8. 22 Percent of the base state parents and 37% of the receiving state parents indicated that their children had had to repeat grades.

9. The average migrant students are from six months to eighteen months behind what would be expected for their particular age groups.

10. As compared to the average percent of student population enrolled per grade for all children, a significantly higher percentage of migrant students are enrolled

in the early grades 1 - 6 and a significantly lower percentage are enrolled in higher grades 7 - 12.

11. 88 Percent of base state students and 81% of receiving state students indicated that their parents did not ask them to stay home from school.

12. Approximately 80% of the principals in both the base and receiving states felt that the absentee rate of migrants was average to low.

13. The majority of migrant students (83%) did not attend more than two schools in the past year.

14. While the average student has a 96% chance of entering the ninth grade and an 80% chance of entering the twelfth grade, the migrant students have only a 40% chance of entering the ninth grade and an 11% chance of entering the twelfth grade.

15. The majority of principals considered economic pressure to be the greatest cause for migrant students dropping out of school. Lack of communication skills and a curriculum that is inconsistent with student needs are also significant causes of dropping out.

16. The students' data indicated a negative deviation in the expected gains of migrant students during the third and fourth grades (ages nine to eleven).

17. It takes approximately three years for the average migrant student in California and Texas to move about one grade level, from the third to the fourth grades, after which he never seems to catch up.

18. 33 Percent of the students indicated that there was nothing they disliked about school.

19. An overall 80% of the students said they felt good about doing their school work, 11% said they did not feel good and 9% did not know.

20. When students were asked what they liked about school, 43% and 35% in the base states and receiving states, respectively, answered in the area of academic work. 23 Percent and 20%, respectively, responded that they disliked academic subjects.

21. The majority of students react positively toward going to school and school personnel.

22. 92 Percent of the base state students and 93% of the receiving state students indicated that they wanted to stay in school.

23. Of those students who indicated that they did not want to stay in school, 53% indicated that they wanted or needed to work.

24. The parents are supportive of school and of their children going to school and are pleased by their children's performance in school.

25. The students are aware that their parents value good progress reports and that their parents are not indifferent about bad progress reports.

26. The students positively want to remain in school and a large percentage of those in the study sample appear to believe in the value of education.

27. A substantial majority of the students aspire to jobs that require at least a high school education and, in most cases, college, trade school or technical training. Very few responded in the unskilled job area.

28. The migrant program is one of the few education programs that expects students to be enrolled for essentially the entire calendar year.

NATIONAL GOALS

Although the national goals were originally designed by USOE in concert with the states to provide general direction for the national program while allowing the states and localities the maximum possible autonomy, they are so broad that they actually provide little of the needed national direction.

NEEDS ASSESSMENT

1. There is very little assessment done of the needs of migrant students as a group. Most assessment is of smaller, sub-groups of migrant students, usually at a local or state level.

2. Needs assessment is not done on an on-going national basis.

3. There is little standardization of needs assessment among the states.

4. Both the project directors and the principals indicated that many different methods of assessing the needs of migrant students were used at the local level. In the base states, standardized achievements tests, teacher-made skills tests, teacher ratings, health records, attendance records and the MSRTS are the main methods used to determine migrant students' needs.

5. In the receiving states, teacher-made skills tests, teacher ratings, and the MSRTS are the main methods used to determine migrant students' needs.

6. Even within categories of methods used to assess needs, such as standardized testing, a wide variety of instruments are employed by the states.

7. According to the project directors, the local school staffs appear to be most heavily involved in determing the needs of the migrant students.

8. Based on a comparison between the responses of the project directors and the principals, there seems to be little coordination between them in the area of needs assessment.

9. The teachers indicated that many different methods of determining the level of the migrant child's English were used.

10. The principals indicated that they had the major responsibility for class placement and promotion of migrant students.

11. The project directors and teachers indicated that many criteria are being considered in all sample states for grouping or promoting migrant students.

12. There is little agreement among project directors in the various states or teachers in the various states about what criteria are most effective for promoting or grouping migrant students.

13. There is significant disagreement between project directors and teachers in the individual states about what criteria are most effective for grouping or promoting migrant students.

14. The principals indicated that the majority of schools grouped all migrant students in grades 1 - 8 by ability and achievement. A third of the principals indicated that students in grades 9 - 12 were grouped by ability and achievement.

15. The principals indicated that very little grouping of highest and lowest achievers was done.

16. The principals in the receiving states indicated a slightly higher tendency to group the students by ability or achievement than the principals in the base states.

17. The principals indicated that a much higher percentage of students in the receiving states are placed in a group and attend all classes within this group relative to the students in the base states.

18. The principals indicated that there was very little difference between the base states and the receiving states in placing students in special groups for different subjects depending on their ability.

19. Most assessments of needs are of the individual student through on-the-spot testing and observation.

20. Although most projects are performing their own needs assessment for placement and evaluation purposes, the methods used vary so widely that accurate grouping of the results for program planning purposes at higher levels seems impossible.

PROVISION OF SERVICES

1. Generally, the project directors in both the base states and the receiving states agreed on the provision of various services to all children in their school district. The project directors in the receiving states, however, indicated a greater provision of remedial instruction, psychological services, and transportation services.

2. The project directors in the receiving states indicated a substantially greater provision of services as a result of the PL 89-750 project than did the project directors in the base states.

Remedial Instruction

a. 73 Percent of the base state and 96% of the receiving state project directors indicated that remedial instruction was available to all children. 69 Percent of the base state and 89% of the receiving state project directors indicated that remedial instruction was provided or augmented as a result of the PL 89-750 program.

b. The majority of project directors indicated that specially trained teachers were used in the remedial program. Only the Ohio project directors did not indicate the use of any such teachers.

c. In the base states, 86% of the students received remedial reading, 63% remedial mathematics, and 34% received remedial English.

In the receiving states, 67% of the students received remedial reading, 56% received remedial mathematics, and 55% received remedial English. Colorado, New York and North Carolina project directors indicated that no migrant students received remedial instruction in English.

d. 88 Percent of the base state and 47% of the receiving state project directors indicated that there was no difference in the remedial instruction offered to migrants and non-migrants.

Bilingual Education

a. 43 Percent of the base state and 39% of the receiving state project directors indicated that bilingual education was available to all children. 21 Per- of the base state and 70% of the receiving state project directors indicated that bilingual education was provided or augmented as a result of the PL 89-750 program.

No Florida, New York, or Ohio project directors indicated that bilingual education was offered to all children. No Florida or North Carolina

project directors indicated that bilingual education was provided as a result of the PL 89-750 project.

b. About half the teachers sampled were fluent in the native language of the children.

c. 87 Percent of the aides were fluent in the native language of the children.

d. According to the project directors, the primary emphasis of bilingual education appeared to be the use of instructional materials in the native language combined with a bilingual instructor or aide.

e. 85 Percent of the teachers indicated that they felt the curriculum offered each migrant child the opportunity to improve communication skills necessary to function in varying situations.

Cultural Development

a. 67 Percent of the base state and 61% of the receiving state project directors indicated that cultural development activities were available to all children. 52 Percent of the base state and 89% of the receiving state project directors indicated that cultural development activities were provided or augmented as a result of the PL 89-750 program.

b. The project directors indicated that the cultural heritage of the migrant students was included in the curriculum, mainly through teaching materials and social activities.

Vocational Training

a. 63 Percent of the base state and 70% of the receiving state project directors indicated that vocational training was available to all children. 21 Percent of the base state and 41% of the receiving state project directors indicated that vocational training was provided or augmented as a result of the PL 89-750 program.

b. There is a lack of needs assessment — student needs, local, state and national manpower needs, and job trends and opportunities — in the design of vocational training programs.

c. There is a tendency to concentrate failures or problem children in vocational training programs.

d. There is confusion between pre-vocational, exposure-type programs and actual vocational training programs.

e. Because of the early drop-out of migrant students from school, vocational training programs designed for older youths do not reach most of the migrant students.

Pre-Vocational Counseling

a. 60 Percent of the base state and 65% of the receiving state project directors indicated that pre-vocational counseling was available to all children. 31 Percent of the base state and 44% of the receiving state project directors indicated that pre-vocational counseling was provided or augmented as a result of the PL 89-750 program.

b. The project directors indicated that providing information on possible occupation or academic programs and helping students contact agencies and employers were the main activities of the pre-vocational counseling.

c. The project directors indicated that pre-vocational counseling was being done primarily by school counselers and teachers.

d. The pre-vocational counseling is generally begun too late in the school career of the migrant child.

Psychological Services

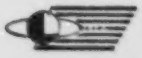
a. 63 Percent of the base state and 83% of the receiving state project directors indicated that psychological services were available to all children. 21 Percent of the base state and 44% of the receiving state project directors indicated that psychological services were provided or augmented as a result of the PL 89-750 program.

b. Few project directors indicated that the psychological services provided were different for migrants than for non-migrants.

c. The project directors indicated that the psychological services were largely provided by the school counselors, Department of Health personnel, or outside professionals.

Health Services

a. 87 Percent of the base state and 91% of the receiving state project directors indicated that health services were available to all children. 69 Percent



of the base state and 10% of the receiving state project directors indicated that health services were provided or augmented as a result of the PL 89-750 program.

b. 65 Percent of the base state and 70% of the receiving state project directors indicated that migrant students were usually given a physical examination upon enrollment in the project.

c. A large majority of the project directors indicated that the medical examination included a vision check, a hearing check, and innoculation.

d. The project directors indicated that most of the examinations were given by registered nurses, but general practitioners, pediatricians, and paraprofessionals were also used.

e. The project directors indicated that follow-up procedures for treatment had been established.

f. The project directors indicated that they relied heavily on the MSRTS for student health information. They indicated that most of the students do not supply any health records when they arrive at a new project.

g. A large majority of the project directors indicated that they established a medical record for any migrant student who had none at all.

h. Few of the project directors in the base states indicated that health services were different for migrants than non-migrants. Many of the project directors in the receiving states indicated that health services were different for migrants than non-migrants.

i. One-third of the students indicated that they received neither medical nor dental examinations. Two-thirds of the students indicated that they had received one or both of the services.

Nutritional Services

a. 87 Percent of the base state and 91% of the receiving state project directors indicated that nutritional services were available to all children. 66 Percent of the base state and 96% of the receiving state project directors indicated that nutritional services were provided or augmented as a result of the PL 89-750 program.

b. A large majority of the project directors indicated that their projects provided a free nutrition program for the migrant students. They also

indicated that most projects were providing a lunch and a substantial number provided breakfast.

c. More than 90% of the project directors indicated that migrant students were taught the nutritional value of all foods.

d. More than three-fourths of the project directors indicated that ethnic foods were included in the program.

e. The project directors indicated that the primary sources of funds for the nutrition program were PL 89-750, USDA commodity and the USDA school lunch program.

Social Services

a. 63 Percent of the base state and 74% of the receiving state project directors indicated that social services were available to all children. 69 Perence of the base state and 70% of the receiving state project directors indicated that social services were provided or augmented as a result of the PL 89-750 program.

b. The project directors indicated that social services were mainly provided by school personnel, county and state welfare agencies and migrant project personnel.

c. The project directors indicated that the social services consisted mainly of counseling, provisions of welfare services to migrant families and provisions of health care to migrant families.

d. The project directors in the base states indicated that there was little difference between the social services provided to migrants and non-migrants. The project directors in the receiving states indicated that there was a substantial difference in the social services provided.

Programs for the Handicapped

a. 63 Percent of the base state and 65% of the receiving state project directors indicated that programs for the handicapped were available for all children. 14 Percent of the base state and 41% of the receiving state project directors indicated that programs for the handicapped were provided or augmented as a result of the PL 89-750 program.

b. The project directors indicated that programs for the handicapped were run mainly by special school education personnel or local, county, or state welfare agencies.

c. The project directors indicated that programs for the handicapped were essentially the same for migrants and non-migrants.

Transportation Services

a. 83 Percent of the base state and 100% of the receiving state project directors indicated that transportation services were available for all children. 52 Percent of the base state and 96% of the receiving state project directors indicated that transportation services were provided or augmented as a result of the PL 89-750 program.

b. The project directors indicated that transportation services were mainly provided to and from school, to and from field trips, and to and from health services.

c. The project directors in the base states indicated that transportation services were essentially the same for migrants and non-migrants. The project directors in the receiving states indicated that transportation services were different for migrants and non-migrants.

Pre-School and Extended Day Services

a. 10 Percent of the base state and 13% of the receiving state project directors indicated that pre-school was available to all children. 17 Percent of the receiving state project directors indicated that pre-school was provided or augmented as a result of the PL 89-750 program.

b. 45 Percent of the project directors in the base states and 30% of the project directors in the receiving states indicated that projects used the "extended day" schedule.

AIDES

1. The majority of aides were recruited by school personnel or friends.

2. 80 Percent of the aides were residents of the local community.

3. 87 Percent of the aides spoke the native language of the children.

4. 42 Percent of the aides had worked as aides before.

5. 20 Percent of the aides indicated that they had worked less than six months while 27% had worked from six to twelve months and 53% had been with the program for more than a year.

6. 27 Percent of the aides assisted in the teaching process while 20% assisted in clerical work and 17% in individualized teaching.

7. 61 Percent of all the aides indicated that they were in direct contact with parents and/or made home visits.

8. 24 Percent of the eastern stream aides assisted in the food service program, compared to 40% of the aides in the western stream. 9 Percent of the eastern stream aides were involved in transportation duties compared to 2% of the aides in the western stream. 12 Percent of the aides in the western stream were involved in bilingual instruction activities while no aides in the eastern stream were so used.

9. On the average, a teacher had 1.5 aides to provide assistance in the classroom.

10. 95 Percent of the base state and 99% of the receiving state teachers indicated that the aides increases their effectiveness in the classroom.

11. 67 Percent of the aides indicated that in-service training specifically for the teaching of migrant children was available. 85 Percent of the aides indicated that the training was adequate but 87% of the base state and 60% of the receiving state aides revealed a need for more in-service training. 90 Percent of the aides stated that the in-service training had enabled them to do a better job.

12. 63 Percent of the teachers indicated that more frequent relevant workshops would be helpful in assisting aides to reach more effective levels of participation.

13. 60 Percent of the aides indicated that there was an opportunity to move beyond the classification of teacher aide.

HOME SCHOOL RELATIONSHIPS

1. 84 Percent of the base state and 71% of the receiving state project directors indicated that time was allocated for project staff to become knowledgeable of the family configuration of each migrant child.

2. 72 Percent of the base state and 61% of the receiving state teachers indicated that time was allocated either for themselves or aides to become knowledgeable of the family configuration of each migrant child.

3. Home visits and informal conferences with parents are the most frequently used methods by which the project staff and teachers become knowledgeable of the family configuration. Formal conferences, telephone calls, and the review of MSRTS records are of secondary importance.

4. 45 Percent of the parents in the base states and 29% of the parents in the receiving states have discussed their childs' needs with his teachers.

5. The majority of students do not think that their teachers talk to their parents.

6. The most common methods for involving parents in the program are home visits by school personnel, classroom visits by parents, employment of parents as aides in the classroom, individual school advisory committees and social activities. Teachers and project directors disagreed as to the extent that these methods are used, although they generally agreed on the order of importance of the methods.

ADVISORY COUNCILS

1. 30 Percent of the advisory council members indicated that they were appointed while 28% were recommended by the project staff. Only 14% of the advisory council members were elected. In California and Florida, 34% were elected. In Texas 64% of the members were appointed by the project directors.

2. The size and composition of advisory councils varied widely, too widely, in fact, to discern any trends.

3. 94 Percent of the councils contained project directors, 65% contained principals and 59% contained teachers.

4. Overall, only 29% of the advisory council members received training for their roles.

5. In response to a question regarding the input into the program by the council members, the highest percentage of responses received was in the area of evaluation of program effectiveness (38%). The second highest percentage, (18%), was in the "Don't Know" category. 46 Percent of the members in California didn't know what their input was.

6. With regard to recommendations for improving advisory councils, 29% of the members suggested more parental involvement, 17% suggested more frequent meetings and 15% stipulated the need for more decision-making power.

STAFF ATTITUDES

1. 93 Percent and 100% of the principals in the base states and the receiving states, respectively, felt that the program helped to meet the needs of the migrant children.

2. 22 Percent of the base state teachers and 33% of the receiving state teachers believed that the children demonstrated significant growth in self-confidence during the first program year.

3. In response to the question, "Have you noticed a change in the migrant parents' attitude toward the program during the program year?," 57% of the base state teachers and 66% of the receiving state teachers provided positive responses. The most frequently cited change was a more positive attitude toward school.

4. A majority of the teachers indicated that the students had a better self-image and were better able to blend into the school social atmosphere as a result of participating in the program over several years.

PARENT ATTITUDES

1. 54 Percent of the base state parents and 69% of the receiving state parents had been informed of the special migrant program. 62 Percent of the California parents, 77% of the Colorado parents, and 55% of the Ohio parents, however, had not been informed of the special migrant programs.

2. 70 Percent of the project directors responded positively to the question, "Are parents involved in determining migrant student needs?"

3. 45 Percent of the base state parents provided affirmative responses to the question, "Have you and the teacher discussed your child's needs?" compared to 29% in the receiving states.

4. 57 Percent of the base state students and 69% of the receiving state students provided negative responses to the question, "Does your teacher ever talk to your parents?"

EVALUATION

1. The majority of projects are evaluated at least once a year.

2. 76 Percent of the base state and 96% of the receiving state project directors indicated that SEA personnel conducted the evaluation.

3. 72 Percent of the base state and 70% of the receiving state project directors indicated that the local project staff also conducted the evaluation.

4. Few project directors indicated that "outside" personnel conducted the evaluation.

5. The majority of project directors indicated that evaluations were conducted relative to pupil achievements, curriculum and instructional materials, organization, methods, procedures, and program management.

COORDINATION AND COMMUNITY INVOLVEMENT

1. 45 Percent of the Florida project directors and 54% of the Texas project directors indicated that they had no cooperative arrangements with other LEAs within the state boundaries. 33 Percent of the California project directors indicated that the MSRTS was used as a means of cooperation within the state.

2. In the receiving states, the majority of the cooperative arrangements within the state are related to conferences concerning the migrant programs.

3. Few project directors indicated that they had cooperative arrangements with LEAs in other states. This is seen as a function of the SEA.

4. 40 Percent of the project directors in Florida, 31% in Texas and 20% in Colorado indicated that Title I services were being provided to migrant children.

5. The majority of project directors are attempting to use the resources of ESEA Title II. North Carolina represents the only state which is not utilizing Title II resources.

6. Half of the project directors in California and New York responded affirmatively to the question, "Has Title III provided actual services for migrant children?" Less than half of the project directors in the other states provided affirmative responses. No responses were received from North Carolina.

7. Few project directors indicated the use of Title V resources.

8. Few project directors indicated the use of Title VI resources.

9. All of the project directors in California, Florida, Texas and Colorado indicated that Title VII had provided actual services to migrant children. The other project directors did not respond positively or negatively.

10. A large majority of the project directors indicated that USDA food programs provided actual services to the migrant children.

11. The California project directors indicated a high degree of services provided by the Community Action Agency. Only about a third of the other states' project directors indicated that the Community Action Agency provided actual services.

12. The majority of project directors indicated that the Neighborhood Youth Corps program provided actual services to the migrant children.

13. The majority of project directors indicated that the Head Start program provided actual services to the migrant children; however, those in Michigan, New York and North Carolina indicated no service at all.

14. Few project directors indicated that the Follow Through program provided actual services to migrant children.

15. A large proportion of the project directors in Colorado, Michigan and North Carolina indicated that the Department of Labor provided actual services to the migrant children. The other states' project directors indicated provision of services to a lesser degree.

16. Approximately half the project directors indicated that the Medical Aid to Indigent Children program provided actual services to migrant children. The project directors in New York and Washington did not respond positively.

17. The majority of project directors in California, Colorado and Michigan and about one-third of the project directors in Florida, Texas, New Jersey, North Carolina, Ohio and Washington indicated that OEO Migrant Programs provided actual services to the migrant children.

18. Several project directors in California, Florida, Texas, Michigan and North Carolina indicated that other Federal programs provided actual services to the migrant children.

19. A large variation in the degree of coordination with Federal program resources exists among the states. No trends are discernable in the responses of the project directors, as most indicate that they coordinate to some extent with most of the programs.

20. A large majority of the principals indicated that efforts were made on the local level to coordinate the activities of the migrant program with other community resources. This coordination involved: the local public health agency, which provided examinations, shots and dental care; the local departments of social services, which provided medical and welfare services; and local civic groups, which provided selected services such as the provision of glasses, food and clothing.

21. Over half of the project directors indicated that the local community is either disinterested or resentful of the program.

22. The majority of project directors in the base states, and about half the project directors in the receiving states, indicated that conferences, meetings, letters, pamphlets, and personal visits were the main methods of informing the communities of the migrant program.

STAFF DEVELOPMENT

There are no provisions for staff development incorporated in PL 89-750. Neither are there prohibitions against using PL 89-750 funds for staff training and development. USOE has established no guidelines concerning staff development, and a variety of activities have emerged from the initiative of SEAs and LEAs.

Pre-Service Training

a. A large majority of the project directors indicated that pre-service training designed specifically for the teaching of migrant children was given. Ohio project directors provided significantly fewer positive responses as compared to other states.

b. The project directors in both the base states and the receiving states indicated very little difference in the content of the pre-service training.

c. A majority of the teachers indicated that pre-service training designed specifically for the teaching of migrant children was provided. However, teachers and project directors in California differed significantly on the extent of training available.

d. The teachers in both the base states and the receiving states indicated little difference in the content of the pre-service training. They did, however, differ from the project directors' view of the extent to which different components were provided. The teachers seemed to receive less than the project directors indicated was available.

e. Project directors in the base states indicated that the local supervisory staff, outside consultants, and the SEA staff provided the majority of pre-service training, whereas project directors in the receiving states indicated that the local supervisory staff, teachers, and the SEA staff provided the majority of pre-service training.

f. Teachers in the base states indicated that they received pre-service training, in order of frequency, mainly from university consultants, the local supervisory staff, and other consultants, whereas teachers in the receiving states indicated that they received pre-service training, in order of frequency, mainly from the SEA staff, university consultants, the local supervisory staff, and other persons.

g. About three-fourths of the project directors indicated that follow-up activities to pre-service training were available.

h. Pre-service training in the base states is longer than in the receiving states.

In-Service Training

a. A large majority of the project directors indicated that in-service training designed specifically for the teaching of migrant children was given. Ohio project directors provided significantly fewer positive responses than the others.

b. The project directors in both the base states and the receiving states indicated little difference in the content of in-service training and little recognition of the specific needs of the base state and the receiving state teachers.

c. About half of the teachers indicated that in-service training designed specifically for the teaching of migrant children was given.

d. The teachers in both the base states and the receiving states indicated very little difference in the content of the in-service training. They did, however, differ from the project directors' view of the extent to which different components were provided. The teachers seemed to receive less than the project directors said was available.

e. Project directors in the base states felt that the local supervisory staff, outside consultants, and the SEA staff provided the majority of in-service training, whereas project directors in the receiving states felt that the local supervisory staff, the SEA staff, teachers, and outside consultants provided the majority of in-service training.

f. Teachers in the base states indicated that they received in-service training from local supervisory staff and university consultants, whereas teachers in the receiving states indicated that they received in-service training mainly from the local supervisory staff, SEA staff, outside consultants, principals, university consultants, and other teachers.

g. The teachers indicated the in-service training was conducted either once a year or irregularly, for the most part.

h. Half the teachers indicated that the in-service training sessions were conducted during regular school hours.

i. The project directors indicated that, on the average, in-service training sessions lasted 2 – 3 days.

j. 80 Percent of the base state and 88% of the receiving state project directors indicated that the in-service training was adequate.

k. 72 Percent of the base state and 64% of the receiving state teachers indicated that the in-service training was adequate.

l. The teachers recommended that more intensive in-service training by people with more practical experience be considered.

m. Very few project directors or teachers indicated that parents had any input into the pre-service or in-service training.

MIGRANT STUDENT RECORD TRANSFER SYSTEM

Use of the MSRTS

a. Most schools which had PL 89-750 funds and projects were using the MSRTS in some way. More than 90% of the principals and teachers indicated that their school used the MSRTS.

b. 90 Percent of the project directors and 56% of the teachers indicated that they used information from the MSRTS.

c. Project directors were using the MSRTS primarily for academic information, special notations about the child, and for health information.

A slightly higher percentage of project directors in the base states use the system to determine a child's eligibility, and a slightly higher percentage of project directors in the receiving states use it to determine a child's academic level.

Teachers use the MSRTS for information on a child's academic level and, to a lesser extent, for health information.

Why the MSRTS is Not Used

a. Overall, 44% of the teachers in the sample reported that they did not use the information on the MSRTS.

The most frequent reason for not using the information was that it arrived too late or not at all. The teachers also indicated, in a much samller degree, that they preferred to do their own evaluations and did not consider the information to be necessary or in many cases reliable.

Assessment of the MSRTS

a. Approximately 80% of the project directors and principals in the study sample indicated that the MSRTS was helpful to their staff.

b. In the base states, 62% of the project directors and 62% of the teachers in the sample reported that the MSRTS was useful or very useful. 38 Percent of both groups felt it was slightly useful or not useful.

c. In the receiving states, 85% of the project directors and 63% of the teachers in the sample rated the MSRTS as useful or very useful. 15 Percent and 37%, respectively, rated it slightly useful or not useful.

Accuracy of the MSRTS

a. Information on the MSRTS was reported to be sufficiently accurate by 80% of the project directors in the base states and 60% in the receiving states.

The most often stated reasons for inaccuracy were that information was not up-to-date or that it was missing.

b. More than two-thirds of the project directors and principals indicated that their program staffs attempted to check the accuracy of the information on the MSRTS.

The most common means of checking accuracy was to cross check system information with information gathered at the project.

c. Of the teachers in the sample, 40% reported that they attempted to check the accuracy of the information.

Maintenance of the MSRTS

a. Of the principals in the sample, 59% reported that they had direct responsibilities for utilization of the system.

b. More than two-thirds of the teachers indicated that they prepared information to be put into the MSRTS.

c. 70 Percent of the project directors reported that training was provided to all staff in the use of the MSRTS.

45 Percent of the teachers reported that they had received such training.

Recommendations from Local Personnel

a. The greatest number of recommendations made by project directors, principals, and teachers were in the categories of more extensive information, more accurate information, and different record format.

b. Project directors also expressed a desire for quicker processing and more simplified procedures.

PROJECT IMPLEMENTATION

Project Initiation

a. 69 Percent of the base state and 52% of the receiving state project directors indicated that their projects were established prior to 1968.

Future Status

a. 40 Percent of the base state and 58% of the receiving state project directors indicated that the project would be discontinued without PL 89-750 monies.

b. 76 Percent of the base state and 94% of the receiving state project directors indicated that local funds were not anticipated as a source of funds for the operation of the projects.

Eligibility Determination

Definition Used

(1) The majority of project directors indicated the use of the one-year definition for determining eligibility.

(2) Michigan, New York, Ohio, and New Jersey project directors, however, indicated substantial use of the five-year definition.

Changes in Definition

(1) 81 Percent of the base state and 67% of the receiving state project directors indicated no changes in eligibility criteria.

SAMPLE STATE MANAGEMENT PRACTICES

1. All states generally follow USOE regulations regarding eligibility requirements. Five-year migrants are served during summer school in Texas and Michigan. Texas does not have funds to serve five-year migrants during the regular school year.

2. The priority of unmet needs in migrant education varies from state to state. However, a significant number of all SEA directors indicated unmet needs in the area of oral language and bilingual education, dental and health care, and guidance.

3. Florida, California, North Carolina, New York, Michigan and Washington involve the state migrant advisory committee in the development of the state plan.

4. Project proposals are initiated from the LEA level in all states except Florida, California, and New Jersey.

5. SEA criteria for selection of projects is usually based upon the number and concentration of migrant children, willingness of LEAs to provide comprehensive programs, and the availability of funds. No uniform criteria across all states exist.

6. The amount of funding given to base state LEAs is determined largely by the number of students to be served, while LEA allocations in the receiving states are based upon the type of programs as well.

7. SEA staff include an average of five professionals.

8. Regional organizations vary among states. For example, in California the regional offices are considered LEAs, and thus are more nearly agents of the local communities; while in Florida, the regional offices are extensions of the SEA aimed toward bringing service closer to the target population.

9. SEA staff monitor projects by actually visiting them rather than just reviewing LEA progress reports. These visits take many forms, ranging from informal "drop-ins" in New Jersey and other states to elaborately designed evaluation procedures such as those employed in Texas. The frequency of monitoring visits varies from once every two years as in Texas, to several each year. Some SEAs regularly schedule visits while others schedule visits as needed.

10. Most of the SEAs state that migrant education projects are not monitored any differently than other educational program projects.

11. State evaluation reports are generally compilations of LEA self-evaluations submitted to the SEA. Occasionally, outside-agency or SEA monitoring-visit data are included. Usually, test results, especially in the area of language and mathematics achievement, are included. However, a variety of tests and test procedures are used by relatively autonomous LEAs. Even in states where uniform testing is mandated, no comparison is made between projects. LEA self evaluations are largely subjective narrative accounts of progress, frequency counts, and cost figures.

12. All states except Ohio and North Carolina conduct annual fiscal audits of LEAs.

13. Except for New Jersey, recruitment of eligible children is beyond the defined SEA responsibilities. Therefore, a wide disparity appears to exist between LEAs in efforts toward recruitment of children.

14. In most cases, formal project reviews are conducted annually.

15. SEAs have generally assumed responsibility for training project personnel in the use of MSRTS. However, SEA directors readily state that in spite of this training, teachers are not making adequate use of the system. They feel that a more relevant MSRTS form, improvements in the speed of response, and less clerical work demanded by the system itself, would increase usage.

16. SEA interstate program coordination generally takes the form of attendance at meetings, participation in the MSRTS, some teacher exchange, and use of curriculum materials developed in other states.

17. SEA coordination of other funds and services for migrants usually takes the form of conversations with state level agents of these programs, occasional joint ventures of a pilot-study nature (e.g., day care in California), and loosely enforced requirements or suggestions that LEAs coordinate with other agencies serving migrants.

18. Lack of uniform definition of a migrant is a primary cause of SEA ambivalence in implementing aggressive efforts for coordinated programs at the state level and in mandating such coordinated efforts as prerequisites for LEA funding. LEA autonomy is also a significant factor inhibiting comprehensive coordination.

19. LEA autonomy in many states (e.g., New York and Ohio) works to reduce SEA and USOE effectiveness in fully implementing the intent of the PL 89-750 program.

20. Late funding to states has seriously hampered development of comprehensive programs. LEAs encounter difficulty in hiring specialized staff late in the year when they wait for assurance of funds. Staff are often reluctant to plan careers in programs which may be canceled at any time.

21. Negative attitudes toward migrants in many LEAs have been a serious problem in program implementation. Many states do appear, however, to be gradually overcoming this obstacle through intensive efforts in public relations, community education, and interaction with local civic leaders and groups.

22. State directors of migrant education indicated a need for: (1) greater USOE leadership in determining and enforcing what PL 89-750 funds are to be used for; (2) increased USOE dissemination of information about the on-going programs, including technical assistance in implementing innovative practices; and, (3) a greater USOE role in interstate coordination.

23. State directors of migrant education also indicated a need for increased and early funding, and a capability to serve settled-out migrants.

24. In the area of LEA staff development, many SEAs appear to be moving from SEA initiated and developed programs to LEA initiated and SEA supported programs.

25. Most SEA directors indicated that the migrant program was of a comprehensive nature and attempted to address needs in the areas of language development, aculturation and self-concept. Supportive services were primarily focused on health and nutritional needs.

26. SEA staff usually consist of a full-time director who fulfills administrative functions of the program. The staff usually includes consultants who are paid from program funds and are generally outside the state civil service system. Their primary duties include technical assistance in program planning and implementation, and often they assist in the monitoring, evaluation, and review of projects and project applications.

27. The states of Florida, Texas, New York, and Colorado allocate state funds for migrant education. New Jersey, which has allocated funds since 1942, has now discontinued this funding. Florida, Texas, and Colorado have restrictions on the use of these funds.

28. Some states have made statutory changes in the last five years which affect migrant education.

    - Florida has eliminated the fifty-year old provision that a child cannot enter first grade after a lapse of thirty days unless previously enrolled and in possession of a physician's certification of illness.

    - Florida in 1969-70 allowed districts to serve three- and four-year olds in migrant programs.

    - The Florida state house has passed a new funding formula for migrant education, according to three program components which are early childhood, learn and earn and language arts.

    - Washington in 1969 rephrased the education code to allow instruction in other than the English language.

29. Legislation is pending in several states which will affect migrant education.

    - In Florida, the pending legislation would make migrant education eligible for categorical aid which, in the past, was used for textbooks and transportation but not for actual delivery of education. Formerly, migrant education received only special grants.

    - In Texas, legislation is pending to provide incentive pay for bilingual teachers and summer institutes for bilingual education.

- In California, a bill is pending on cooperative education. A suit involving school lunch programs which are opposed by conservative LEAs is in litigation.

- In Michigan, a bill before the house would force local school districts to make available buildings and buses for migrant education.

ADDITIONAL FINDINGS

Problems Caused By Late Funding

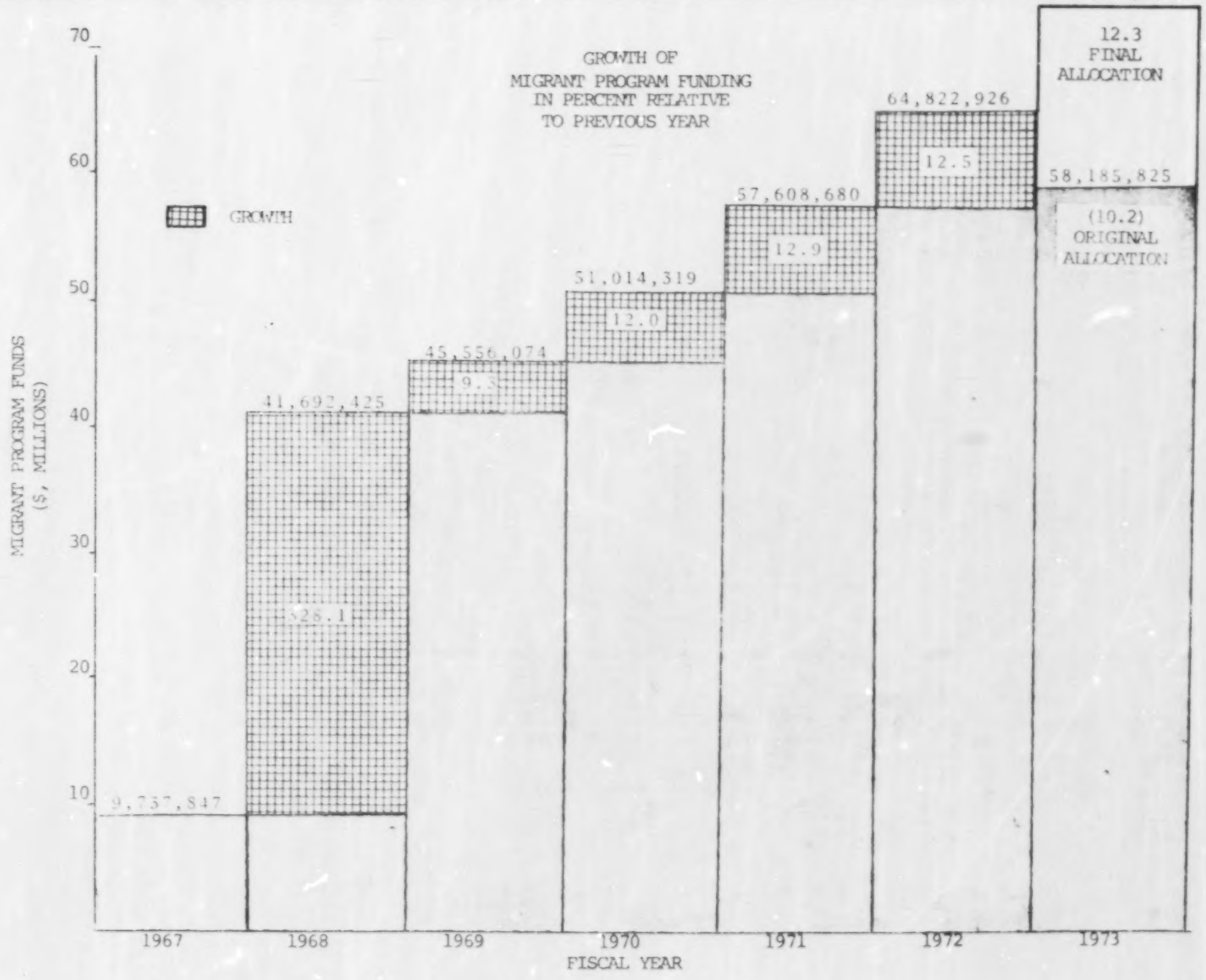
Delay by Congress in passing a Federal appropriations bill creates a multitude of problems for states attempting to develop and operate educational programs for a mobile population of migratory children. The allocation to each state for migrant programs cannot be determined until the total amount of Title I funds is known. This has been as late as March and April of the fiscal year. In the interim, funding is permitted only on a quarterly basis under a "continuing resolution." By the time many states receive their total allocations, the migrants have come and gone. This present procedure and uncertainty of funding prevents adequate program planning, program expansion, and service to children, and results in ending the state fiscal year with unexpended funds. Further difficulties arise, as the figure of $58 million, cited in this study, reflects the President's ratable reduction for the program in January 1973. The figure was subsequently increased to $72.8 million in June 1973. Notification of the reduction to $58 million, from a planned $64.8 million as per approved fiscal year 1973 applications, mandated that the states reduce their services in keeping with their adjusted state allocations. This administrative adjustment meant that a state had submitted and had had approved a program of services for "x" number of children in early FY 1973, then was requested to amend that application in February at a reduced level, and then in June was requested to amend once again to reflect the additional $15 million that was released. This study is based on fiscal information collected prior to the increase in funding that occurred in June. The following Table and Figure provide some historical background concerning the allocation of Title I Migrant Program funds.

Carryover Funds and Reallocation

Under the quarterly funding procedures provided by the Continuing Resolution, those states having the major impact of migration in the months of September, October and November receive only one-half of the previous year's allocation. When they receive notice of the final allocation, the migrants have gone and the money is either unexpended, (returning to the Federal Treasury), or becomes "carryover." Normally, states will apply for the money and use it as carryover in order to fund programs in the following September, October and November. Without the carryover provision, the money would be unexpended, and fall migrant programs would receive only partial

TITLE I MIGRANT PROGRAM: ALLOCATION HISTORY

Fiscal Year	Amount of Allocation	Under Continuing Resolution	Date CSSO's Notified of Final Allocations
1967	$ 9,737,847	No	February 22, 1967
1968	41,692,425	Yes, funding at 1967 level	January 16, 1968
1969	45,556,074	Yes, not to exceed $40,402,934	December 4, 1969
1970	51,014,319	No	Advance Funding:
			August 11, 1969 (Authorized 75 percent of 1969 allocation or $33,749,475
			November 18, 1969 (Revised allocation to $45,556,074 or 1969 level)
			March 25, 1970 (Final allocation $51,014,319)
1971	57,608,680	Yes, funding at 1970 level	October 14, 1970
1972	64,822,926	Yes, funding at 1971 level	October 29, 1971
1973	72,772,187	$64.8 million planned	July-August 1972
		58,185,825 (ratably reduced)	January 1973
		72,772,187	June 1973


GROWTH OF
MIGRANT PROGRAM FUNDING
IN PERCENT RELATIVE
TO PREVIOUS YEAR
GROWTH
MIGRANT PROGRAM FUNDS
($, MILLIONS)
70
60
50
40
30
20
10
9,737,847
41,692,425
528.1
45,556,074
9.3
51,014,319
12.0
57,608,680
12.9
64,822,926
12.5
58,185,825
(10.2)
ORIGINAL
ALLOCATION
12.3
FINAL
ALLOCATION
1967
1968
1969
1970
1971
1972
1973
FISCAL YEAR

funding. An ESEA amendment in 1970 (PL 91-230) also allows for the transfer of funds from one state to another by the Commissioner; however, the reallocation procedure does not appear to be operative.

SUMMATION

IMPACT OF MIGRANT EDUCATION PROGRAMS ON MIGRANT STUDENTS

The majority of children enrolled in the PL 89-750 program are in the elementary grades; most have dropped out of school by the ninth grade. The results of this study indicate that in the earliest years of school, migrant children fall behind their grade level peers in academic achievement and grade level. This is most apparent in the third and fourth grades where approximately three years are required for the average child to advance one grade level. Our findings further revealed that an overwhelming majority of students expressed a desire to remain in school.

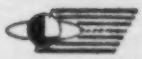
NEEDS ASSESSMENT

Methods of needs assessment that are used in each state and locality are not compatible. A wide variety of methods are used to assess the needs of the migrant students and it is difficult to combine the results into a form that can be used at a national or even a state planning level.

PROVISION OF SERVICES

Provision of services to migrant students is sporadic and without continuity. The practice of allowing the LEAs to perform their own separate needs assessment and then provide the services to meet the needs which they have assessed, no doubt contributes to the differences in services.

In many cases, the project directors indicated that the services offered to migrant students were not different from those offered to non-migrants. Since migrant students have been defined as having special problems relating to their migrancy, the percentage of responses which report no difference in services raises questions about whether or not the specific needs of migrant students are being addressed by the program.



Remedial Instruction

Although remedial reading and mathematics are emphasized in the PL 89-750 programs, a much smaller and more sporadic treatment is provided in remedial English. Since communications skills are one of the specific national goals and since spoken English is one of the most important forms of communication, it would seem that a very important aspect of remedial instruction is being overlooked.

Vocational Education

Little emphasis is given to the provision of vocational training by the PL 89-750 programs, even though a high percentage of migrant students drop out of school.

Health

Health services are well covered by the PL 89-750 programs. Further investigation should be undertaken to ascertain whether or not the apparent duplication of services in this area are real and why the Public Health Agencies do not assume greater responsibility for providing health services to migrant children.

PARAPROFESSIONAL PROGRAM AIDES

Minimal utilization of paraprofessional program aides in the actual teaching process is taking place in the PL 89-750 programs, despite the fact that a high majority of teachers indicated that the aides increase their effectiveness in the classroom.

HOME-SCHOOL RELATIONSHIPS

A strong recognition of the need for a closer relationship between home and school is demonstrated by the high majority of project directors who indicated that time is provided for the staff to become familiar with the family of each migrant child through home visits and informal conferences with the parents.

ADVISORY COUNCILS

Recruitment and selection criteria of advisory council members are established by individual programs with most members usually being recommended or appointed to the council by program personnel.

Training for council members was minimal in spite of the fact that the greatest input into the program by council members was in the area of evaluation of program effectiveness.

STAFF ATTITUDES

The majority of PL 89-750 staff believe the program has helped meet the needs of the migrant children and have noticed a positive change in both students and parents as a result of their participation in the program.

COORDINATION AND COMMUNITY INVOLVEMENT

Overall there appears to be a lack of strong direction toward the coordination of other Federal program resources by the PL 89-750 programs in providing services to migrant students.

Cooperative LEA arrangements within the state are minimal. Where they do exist, they are primarily related to the use of the MSRTS and conferences concerning the migrant program.

USDA provides the highest degree of services to the PL 89-750 program as compared to other available Federal program resources.

STAFF DEVELOPMENT

There is little variation between base and receiving states in terms of the primary focus of the pre-service sessions and the emphasis of the in-service training.

Most often the pre- and in-service training sessions are conducted by "in-house" personnel such as the local supervisory staff and SEA personnel. In addition, frequent use of university and other consultants is evident in both the base and receiving states.

Overall, the project directors and teachers consider the pre- and in-service training sessions to be adequate. However, they recommended the use of trainers with more practical experience in the teaching of migrant children.

MIGRANT STUDENT RECORD TRANSFER SYSTEM (MSRTS)

Generally, the migrant student record transfer system is functioning at a level less than satisfactory. A substantial percentage of teachers reported that the MSRTS was only slightly useful or not useful, and that they

did not use information from the system. The teachers indicated that the information arrives too late or not at all, and many consider the information unreliable.

The MSRTS has great potential, both as a retrieval system for information about individual students and as an information system for program planning. However, it has only partially achieved its potential in the former area and has not been used at all in the latter area.

RECOMMENDATIONS

IMPACT OF MIGRANT EDUCATION PROGRAMS ON MIGRANT STUDENTS

(Volume II, Chapter II)

Testing

The contractor recommends that:

- USOE recommend the development of suitable testing instruments for measuring the achievement gains of migrant students.
- As an interim measure, USOE seek SEA agreement on the use of standardized measures of achievement to be administered by the PL 89-750 projects.
- Consideration be given to testing by achievement level and age, since testing by grade does not adequately reflect the achievement level of many migrant students who are over-age for their grade.

Secondary Education

The contractor recommends that:

- SEAs work with LEAs in developing methods for preventing migrant students from dropping out.
- Funds be provided for the development of model secondary education projects.
- USOE encourage greater effort by the SEAs to implement programs designed specifically for the needs of the secondary student.
- Coordinated plans be developed with appropriate manpower agencies to implement work-study programs specifically designed for migrant students at the secondary level.
- USOE encourage SEAs to ensure that projects offering vocational components reflect the needs of the students and local, state and national manpower trends.
- SEAs encourage LEAs to offer varied pre-vocational and vocational training programs concurrently with the regular academic program, to ensure that the migrant students have viable occupational and academic skills.

- USOE provide for greater use of NDEA Title V funds for guidance and counseling services to migrant students.

- SEAs encourage LEAs to provide guidance and counseling services for migrant students.

- USOE encourage SEAs to implement in-service training programs specifically designed to assist guidance counselors in meeting the needs of the migrant child.

- SEAs encourage the employment of older migrant students as teacher aides.

Pre-School Education

The contractor recommends that:

- USOE encourage SEAs to give greater priority to the funding of early childhood development programs.

- USOE encourage the provision of early-childhood development components in all summer programs.

- USOE encourage SEAs to seek additional funding arrangements through the use of Title IV-A of the Social Security Act for the development of early-childhood development programs. Greater utilization of the public "in-kind" (e.g., use of public school facilities, city facilities or equipment, etc.) provision of the act would enable the expansion of pre-school services for migrant children.

Primary Education

The contractor recommends that:

- SEAs encourage LEAs to provide greater emphasis on remedial instruction in the primary grades.

- SEAs encourage LEAs to provide greater emphasis on bilingual instruction, where appropriate.

Summer Programs

The contractor recommends that:

- Summer projects provide extended-day services for migrant children as part of the program design.
- Summer projects be strongly urged to maintain services for the length of time the migrant children are in the school district.
- Receiving state SEAs be encouraged to develop projects designed to facilitate the accommodation of the student to his new community surroundings.

NATIONAL GOALS (Volume II, Chapter III)

The national goals for migrant education satisfy the desire of the states and localities for autonomy, but do little to provide specific direction and continuity to a national program.

The contractor recommends that:

- The national goals for migrant education be revised to give greater national direction to program design at the state and local levels in accordance with the specific recommendations made in this report.

Defining the Purpose of Migrant Education

The contractor's findings demonstrate the lack of a unified philosophy as to the purpose and expected outcome of migrant education.

The contractor recommends that:

- USOE go beyond establishing programs and projects to meet the special educational needs of migratory children and develop a unified purpose for and expectations of migrant education.

NEEDS ASSESSMENT (Volume II, Chapter III)

The contractor recommends that:

- National guidelines be developed so the method of needs assessment can be standardized.

- SEAs be encouraged to develop interstate plans which reflect the differences in needs of the student while in the receiving states and the base states.

- SEAs be encouraged to develop curricula which draw from positive elements of the life style of the migrant student, e.g., geography lessons which incorporate the experiences encountered by the migrant student while traveling to various work sites.

It is further recommended that the needs assessment include:

1. Educational needs of students, including occupational preparation.
2. Supportive services.
3. Economic needs such as part-time employment.

PROVISION OF SERVICES (Volume II, Chapter III)

The contractor recommends that:

- USOE assess duplications of services by base and receiving states and gaps in provision of services.

- USOE encourage SEAs to eliminate duplications of services and gaps in provision of services.

- Greater utilization and coordination of Public Health Funding Resources be required in order to ensure that PL 89-750 funds are directed toward educational activities for migrant children.

PARAPROFESSIONAL TEACHER AIDES (Volume II, Chapter IV)

The contractor recommends that:

- SEAs encourage projects to give greater priority to the employment of representatives of the migrant community either as teacher aides or in other paraprofessional capacities.

- SEAs be encouraged to develop coordinated plans between base and receiving states to ensure the continuity of employment of migrant teacher aides, who may receive extensive training in the receiving states only to return to the fields in the base states, because of lack of employment opportunities.

- SEAs be encouraged to ensure that pre-service and in-service training sessions are made available to paraprofessional teacher aides, and that training components are relevant to the experience and needs of migrant aides.

- Some attempt be made to provide career development opportunities for migrant teacher aides.

- SEAs be encouraged to develop procedures for the certification of teacher aides so that aides could maintain their status in other states.

HOME-SCHOOL RELATIONSHIPS (Volume II, Chapter V)

The contractor recommends that:

- SEAs encourage all PL 89-750 projects to employ personnel to be responsible for maintaining liaison activities between parent and school.

- SEAs provide training programs designed to assist project staff in developing more effective means of establishing home-school rapport.

- SEAs should encourage LEAs to develop cooperatively funded projects which are "family oriented," e.g., provision of night classes in homemaking or auto repair for both parents and students.

ADVISORY COUNCILS (Volume II, Chapter VI)

While the contractor agrees with the intent and purpose of parent advisory councils, our findings indicate that few councils are actually helping the parents to contribute meaningfully to the planning and implementation of programs for their children. Therefore, the contractor recommends that:

- Consideration be given to requiring summer programs in receiving states to involve parent advisory councils in program planning, review and implementation.

- The Migrant Program Branch in concert with the SEAs explore alternative methods of involving migrant parents in the planning process for regular and summer school projects.

- SEAs encourage LEAs to solicit from parents their desires as to how they would like to participate in the program planning.

In the interim, it is recommended that:

- o SEAs provide guidelines and procedures to all LEAs which define the purpose and responsibilities of the councils.
- o SEAs require LEAs to provide appropriate training for council members.
- o SEAs require LEA project plans to show documentation of input from parent advisory councils.
- o SEAs provide training to appropriate LEA staff designed to assist in the development and support of parent advisory councils.

EVALUATION (Volume III, Chapter IX)

The contractor's review of evaluation reports from ten states revealed ten different approaches used and ten sets of information provided, making it virtually impossible for national planning to be achieved.

The contractor recommends that:

- o USOE adopt uniform evaluation procedures and criteria to be used by all projects, and that all SEAs be required to submit, on a timely basis, evaluation reports prior to the approval of the following year's plan.
- o USOE urge SEAs to place greater emphasis on evaluation of projects by outside personnel.

COORDINATION (Volume III, Chapter XII)

The contractor recommends that:

- o DHEW initiate the adoption of a uniform definition of the migrant and seasonal farmworker by all Federal agencies in order to facilitate the development of a national strategy for the delivery of funds and services.
- o A mechanism within the USOE for the dissemination and interchange of information on policies, procedures, regulations and program research for all agencies providing services to migrant and seasonal farmworkers be established.
- o The feasibility of consolidating all migrant and seasonal farmworker programs under one agency be studied.

- The contractor concurs with the Comptroller General's recommendation presented to Congress on February 6, 1973, that a National Migratory and Seasonal Farmworkers Council be established to plan and coordinate a national strategy for the delivery of funds and services to migratory and seasonal agricultural workers.

- Exemplary practices be compiled and consolidated for dissemination pertaining to:

  (1) Parent involvement

  (2) Advisory councils

  (3) Instructional procedures and approaches

  (4) Community involvement

- USOE develop administrative procedures to ensure greater coordination of all ESEA program resources at both the Federal and State level in order to maximize the impact of PL 89-750 funds.

- USOE explore the potential for coordinating the Migrant Student Record Transfer System with other agencies such as the Department of Labor and Public Health Service, to facilitate the coordination of services and determination of eligibility.

- SEAs be required to develop uniform procedures to be followed by the LEAs which demonstrate that all available funding resources have been investigated and will be coordinated prior to project approval.

- SEAs be required to maintain strict compliance with the PL 89-750 legislation which mandates coordination with OEO Title III-B Migrant programs now administered by the Department of Labor.

- SEAs be encouraged to coordinate with local state employment agencies, private farm-labor recruiters, and others such as the Crop-Forecasting Service of the USDA to keep informed of variations in labor needs which may have an impact on program planning.

- Information regarding the availability of educational programs in receiving states be provided by SEAs to State employment departments and private farm-labor recruiters for dissemination to migrant families and crew leaders registered with the agencies.

Interstate Coordination

The contractor recommends that:

- The chief state school officers be required to maintain the intent of PL 89-750 legislation in the promotion and development of interstate coordination and cooperative program planning by the migrant education coordinators.

- USOE encourage the development of multi-state planning within migrant streams to ensure greater continuity in the provision of educational services to migrant children.

- USOE encourage the chief state school officers to develop reciprocity agreements for the acceptance of secondary-school credits from base to receiving states and vice-versa.

- USOE explore the feasibility of interchanging mobile instructional units between base and receiving states.

STAFF DEVELOPMENT (Volume III, Chapter XIII)

The contractor recommends that:

- USOE assume greater responsibility for monitoring and developing a national training design for teachers of migrant students that makes provision for the contrasting training and information needs of teachers in base and receiving states.

- USOE compile a national roster of consultants for use in staff training. All SEAs should be required to submit names of consultants and their areas of expertise for dissemination to SEAs.

- USOE encourage the SEAs to stimulate the institutions of higher learning to develop curricula for training teachers for migrant education.

- SEAs be encouraged to identify outstanding teachers and aides for use as trainers on an interstate basis.

- SEAs be encouraged to develop special training components to assist staff in working with parents.

- SEAs be encouraged to place greater emphasis on the development of training programs that are directed specifically to the educational needs and life style of the migrant and rural disadvantaged child.

- SEAs be encouraged to utilize persons with demonstrated practical experience in the teaching of migrant children for staff training.

- SEAs encourage greater LEA input and initiative in the the development of staff development activities.

- SEAs be required to elicit greater input from program staff in the planning and implementation of staff development programs.

- SEAs encourage staff evaluation of staff training activities.

- SEAs require all project staff working with migrant children to be involved in pre-service and in-service training programs.

MIGRANT STUDENT RECORD TRANSFER SYSTEM (MSRTS) (Volume III, Chapter XIV)

Improvement of Information

In order to improve the quality of information in the MSRTS and to facilitate its use, the contractor recommends that:

- Because of the abbreviated nature of summer programs in the receiving states, alternative methods of information delivery should be explored to reduce the time involved between the request for student information, (to be used in class placement and need assessment), and its subsequent delivery.

- If a student leaves a school and any critical data field on his record is blank, the SEA will be notified by MSRTS that the school was delinquent and thus be required to determine the reason and take corrective action.

- SEAs require LEAs to provide training to all principals, teachers, and nurses who are involved with migrant children, on the use and maintenance of the MSRTS.

- The newly developed Uniform Migrant Student Transfer Form and the criterion referenced skill lists be put into use as soon as possible.

Management Information

Program planning capabilities need to be improved at the state and national levels. The contractor recommends:

- The development of a management information system for planning which can accurately and rapidly gather, aggregate, and compare data about migrant education programs, data about migrant students, and data from other Federal and state agencies.

The MSRTS can become an effective management information system, but sound management and decision-making practices require changes in its operation.

The contractor recommends that:

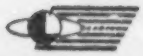
- USOE Migrant Program Branch assume greater management and policy control of the MSRTS.
- Provision be made for an independent on-going validation of the MSRTS.
- The Migrant Program Branch, OE General Counsel, and SEA directors jointly determine the requirements for confidentiality of student information when this information is to be processed for use in program management.
- Provision be made to ensure flexibility of the MSRTS to meet changing information needs of the migrant education programs.

Predicting Migrant Flow

It should be possible to make fairly accurate predictions of the numbers of migrant students going to various areas, using the MSRTS to collect survey data from the base states.

The contractor recommends that:

- Surveys be conducted by LEAs in the base states in the early spring in which information would be solicited from migrant parents about their planned destination or route for the harvest season. This information would be transmitted by the LEA to the MSRTS computer using each student's name and student number in the same manner that academic and health data are transmitted. The information could be aggregated and used to provide a profile and prediction of the number of students going to various areas.



PROGRAM FUNDING (Volume III, Chapter XV)

Because program funding is based on an allocation formula that does not take into account the actual number of migrants served, there is little incentive for the states to recruit migrant children. Furthermore, the USOE policy of giving priority to active migrants over settled-out migrants, although justified by the lack of adequate funding, is contrary to the intent of the original legislation for PL 89-750.

The contractor recommends that:

- New estimating procedures be used for the PL 89-750 allocations.

As an interim measure, it is recommended that:

- The estimate of the number of migrant students be based on information collected by Office of Education Form 4389, (State Application for Program Grant), Item 21. (See page 50.)

Our findings indicate that although the information provided on Form 4389 is based on the actual operation of the program, it is to various degrees incomplete and inaccurate. Therefore, the accuracy of the enrollment data collected in Item 21 must be validated. The validation could also serve to establish the accuracy of the information contained in the MSRTS. Once the accuracy of the MSRTS has been established, the contractor recommends its use for estimating the number of migrant children to be served, provided that audit control of the system is established to assure maintenance of accuracy.

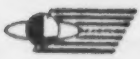
Uncertainty of Funding

Findings indicate that one of the greatest barriers to effective planning and implementation of PL 89-750 programs is the uncertainty of funding. Therefore, the contractor recommends that:

- Appropriations be made early in the fiscal year to ensure more effective planning and maximum utilization of PL 89-750 funds.
- The concept of forward funding as recommended by the National Advisory Council on the Education of Disadvantaged Children Annual Report to the President be adopted to allow more effective planning and maximum utilization of PL 89-750 funds.

Categorical Funding

The persistence of minimal state committment to migrant education, the high degree of community apathy, and the need for strong national leadership in interstate coordination of educational services to migrant children all necessitate the retention of categorical funding in order to maintain the national focus of migrant education.



Reallocation of Funds

The unstable nature of migrant labor demands often leads to an unexpected number (larger or smaller than predicted) of migrant children in a state, which results in a shortage or excess of funds for the children to be served.

The contractor recommends that:

- The Commissioner exert his authority as provided by the PL 89-750 legislation to reallocate funds in a timely fashion from states with surplus funds to other states whose grants are insufficient to serve all the eligible children.

Training Funds for Teachers and Paraprofessionals

In order to meet the unique educational needs of the migrant child, greater emphasis must be given to the training of specialized teachers in migrant education.

The contractor recommends that:

- Consideration be given to the allocation of funds to institutes of higher learning for the development of a curriculum for training teachers and paraprofessionals to teach migrant and rural disadvantaged children.

ADDITIONAL RECOMMENDATIONS (Volume III, Chapter XV)

Administration

The contractor's interpretation of the administrative and programmatic responsibilities of the USOE Migrant Branch (i.e., approval of State plans, which requires extensive programmatic knowledge; technical assistance to the states in developing interstate coordination; and monitoring of the 48 States) and more extensive programmatic responsibilities of SEA migrant coordinators, suggest wide disparities between the administrative functions of regular Title I, which tend to impede effective interstate planning, and the coordination and national leadership required to fulfill the intent of the PL 89-750 legislation.

The contractor suggests that:

- USOE give consideration to the reorganization of the Migrant Program Branch in such a way that greater flexibility is assured to maintain the intent of the law. It is further recommended that adequate staffing and funds be provided.

At the SEA level, the contractor recommends that:

- Chief State School Officers be encouraged to explore means within the SEA structure which would enable greater flexibility and lattitude to be given to the state migrant coordinator.

Eligibility

While the contractor agrees strongly with the USOE policy of giving priority to the "active" migrant child, services must be extended to children of migrant workers who are being assisted by other Federal agencies to settle out of the migrant stream.

The contractor recommends that:

- USOE give equal priority to the children of migrant workers who are being assisted by other Federal agencies to settle out of the migrant stream.

- USOE explore methods to enable the inclusion of a certain percentage of non-migrant children in summer programs in order to generate greater support for the program and reduce community resentment.

Recruitment

Our findings disclose that only two states, (Colorado and New Jersey), have established uniform procedures and guidelines for the recruitment of eligible migrant children.

The contractor recommends that:

- SEAs be encouraged to assume prime responsibility for the development and implementation of a state-wide recruitment plan which ensures that all eligible children are being reached.

- SEAs be required to coordinate their recruitment efforts with programs of other appropriate agencies (Publich Health, Wlefare, OEO III-B) at the state and local level to ensure that all eligible children are being reached.

- SEAs be encouraged to adopt the model of the New Jersey State Recruitment plan for use in their own state.

RECOMMENDED AREAS FOR FURTHER INVESTIGATION

1. The degree to which combined economic and academic problems influence migrant students to drop out of school.

2. Further analysis of variables having either a positive or negative influence on the achievement of migrant students in grades three and four.

3. More effective use of migrant parents in planning educational programs for their children.

4. Methods for teachers to involve migrant parents more effectively in the educational process.

5. Methods for developing greater concern and committment by the LEAs to the Migrant Education Program.

SUPPLEMENTARY INFORMATION CONCERNING

THE RECOMMENDED ALLOCATION PROCEDURES

In the past, distributions of state allotments have been made by the National Center for Educational Statistics. The initial job was considered difficult because there were no reliable data at the state or national levels concerning the numbers of migratory children. For this reason, the U.S. Office of Education used data supplied by the Department of Labor on the number of adult migratory agricultural workers. Then, a ratio of .75 was used to convert the number of adult migratory workers to the presumed number of migratory children. Further explanation of the present allocation procedures can be found in Volume III, Chapter XV. Both the U.S. Office of Education and the U.S. Department of Labor have acknowledged the unreliability and incompleteness of these data for use in the allocation formula. However, their use still continues, despite the fact that the migrant program can furnish its own estimates of the number of migrant children directly, based on its own performance in the past several years.

ESTIMATION METHOD (RECOMMENDED)

An alternative source of information has been available at least since 1970. Item 21 of the State Application for Program Grant (USOE Form 4389) provides for a Program Statistical Estimate which should give all the necessary information to become the basis of an effective and equitable allocation scheme. Such was probably the intent of its inclusion in the State Application for Program Grant.

Item 21 includes sufficient information about the types of migrants (interstate and intrastate), the types of migrant programs (regular and summer), and the average length of these programs, to allow calculation of the number of student-days that each state offers to migrants. From this the Full-time Equivalent (FTE) number of children is easily calculated.

By multiplying the number of interstate or intrastate students in regular or summer programs by the average length of the program and then adding the four resultant numbers together, the total number of student-days offered by each state is determined. Dividing the total by 180 days yields the (FTE) number of migrant students. This provides a common denominator between the states with respect to the migrants. Table 1 shows the number of Full-time Equivalent students calculated by this method in the ten sample states.

TABLE 1

FULL-TIME EQUIVALENT NUMBERS OF STUDENTS BY STATE

State	(FTE) Number of Students
California	38,547
Colorado	4,900
Florida	34,087
Michigan	4,208
New Jersey	5,416
New York	2,108
North Carolina	4,077
Ohio	1,108
Texas	43,111
Washington	7,230

[Source: USOE Form 4389, Item 21]

ALLOCATION FORMULA (STANDARD TITLE I METHOD)

After the number of Full-time Equivalent migrant children is estimated, the standard Title I allocation method is used. The number of children is multiplied by the larger of either: (1) one-half the national average expenditure per child, or, (2) one-half the state average expenditure per child, to determine the amount each state should be allocated.

Thus, the allocation formula becomes,

[ESTIMATED NUMBER OF (FTE) MIGRANT CHILDREN] X [THE LARGER OF (1) 1/2 NATIONAL AVERAGE EXPENDITURE PER CHILD OR (2) 1/2 STATE AVERAGE EXPENDITURE PER CHILD] = STATE ALLOCATION

Practical Considerations

Conceptually, the (FTE) number of students in a state derived from a number of student-days that the state serves provides for allocation to the states based on a measure that is common to all states. The student-day recognizes the mobility of the

migrants and allows for the easy calculation of the (FTE) number of students. The method is logically sound as regards allocating funds on the basis of the amount of time the migrant children are served by schools in a particular state.

Funding Tied to Migrant Child Population. Perhaps the greatest advantage that this method has over the present method is that funding is tied directly to the estimates of the population to be served, thereby eliminating inequities that might occur for extraneous reasons.

Positive Recruitment Incentive. Included also is a positive incentive to enroll more students as well as produce more programs. According to this scheme, the state is rewarded for every (FTE) child whom it serves. Note that the allocation scheme is tied to the number of students in a program, the length of the program, and the nature of the program. The state could receive more funds for increasing any component. Care must be exercised to guard against excessively long programs provided to a few children, but it is unlikely that such a situation could occur given the migratory status of the children. It is important to be able to demonstrate to the SEA's and LEA's that their recruiting efforts will be worthwhile in terms of additional funds becoming available to serve the migrant children they recruit. This method provides such an incentive.

Ease of Implementation. Another practical advantage of this scheme is that the data to be used are available and have been for several years. Item 21, USOE Form 4389 collects the necessary information from each state in the State Application for Program Grant. In this respect, the form is well known, and those who use it should have established adequate control over the data collected for it. This, however, does not seem to be the case. Judging from the fact that several of the states in the sample group did not adequately fill out Item 21 and several others responded with highly unlikely answers, it seems that USOE has been negligent in its control over this Item.

Reliability of Data. Little control or accountability is called for by USOE as far as the data contained in Item 21 are concerned.

The lack of response by some states to the items called for substantiates this claim. For instance, Colorado indicated that interstate migrants were served in the regular school programs but failed to indicate the average numbers of school days served. Colorado also indicated that intrastate migrants were served by summer programs but gave no indication of the average number of school days served. Ohio also failed to furnish three answers which relate to the average number of days served. Texas, on the other hand, failed to respond concerning intrastate students served in summer school programs. One is left to conclude that no intrastate students are, in fact, served in the summer, a conclusion which does not agree with the Annual Report of the Texas Child Migrant Program, 1971 – 1972. The Texas Report

states that for purposes of the summer program only, the definition of a migrant student was as follows:

> "A migratory child of a migratory agricultural worker is a child who has moved with his family from one school district to another since January 1, 1968, in order that a parent or other member of his immediate family might secure employment in agriculture or in related food processing activities."

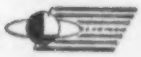
This definition states nothing about crossing state lines and is clearly an attempt to include intrastate students in the summer programs for which they are eligible.

The highly questionable nature of some of the responses also substantiates the claim that USOE fails to hold the states accountable for the information furnished. For instance, New Jersey reported that both interstate and intrastate students were served an average of 200 days in the regular school term. Since the average length of the regular school term in New Jersey is only 181.1 days, as reported by the Digest of Educational Statistics, it is unlikely that 200 days is accurate. It is particularly unbelievable that interstate migrant students are served for a longer regular term in New Jersey than are all students on the average. Several other states claim lengthy school terms for the interstate migrants, but none are quite as extreme as New Jersey.

Regardless of who is being served and for how long, reporting should be done accurately or else no logical allocation scheme can be effective and equitable. The previous examples should help to illustrate that USOE needs to review the data in Item 21 and hold the states accountable for their answers, as they can by law.

Allocation System Description. If the allocation method is thought of in "systems analysis" terms, it is easier to see where controls are necessary and how they can be effectively utilized.

Initially, a given year's set of Form 4389 is collected. The data in Item 21 is used to calculate the number of student-days and then the (FTE) number of students for each state. Then the allocation formula is applied, which results in the calculation and distribution of allotments to the states. The fiscal year runs its course and it is necessary to determine whether the allotments were equitable, as well as to determine the next year's allotments. Two comparisons can be made to check the reliability of the given year's allotments. First, the information provided by the next year's Item 21 should show the actual numbers of children served in the given year. The allotment for each state can be calculated, based on the actual service figures and compared to the estimates for the given year that were used originally to determine the allotments. The calculation procedure is the same as described in the given year. If there is agreement, within limits, then the allotments for the given year were equitable. If there is disagreement, an explanation must be sought which will either satisfy USOE or will cause action to be taken to retrieve Federal funds, if possible.



The MSRTS can also provide audit control in the allocation system. At the end of the fiscal year, cumulative enrollment figures can be collected, by state, which may be divided by 180 days to determine the (FTE) number of students. The allotment for each state can be calculated on this basis and compared with the given year's estimate. The results of this comparison are dealt with in the same manner as those just described in using the next year's state plans.

Further control would be provided if USOE required the projects to file cumulative enrollment data, which could be used to check both the data provided in the state plan and the data collected by the MSRTS. This would require new forms and procedures which might be useful for an initial audit. An ongoing audit of the MSRTS is necessary so that its accuracy can be determined and maintained. As the accuracy of MSRTS is increased, these forms could be done away with. This type of audit would be appropriate in checking the MSRTS as well as in checking the data to be used in beginning a new allocation method.

The use of Form 4389 would presumably be an interim measure until the accuracy of the MSRTS is assured by an audit. Then, the MSRTS can be used to collect and house the data necessary to be used in the allocation method which has been described. Control over the management information necessary to produce the distribution of allotments must be in the hands of USOE, to ensure that inequities do not occur due to inaccurate or incomplete data.

In summary, the allocation system described, built on data from existing forms, is logical in that it recognizes the migratory status of the children to be served and allocates funds to the state based on the amount of days the children are served by each state. The allocation of funds is tied directly to estimates of the population to be served, thus providing a positive economic incentive to the SEAs and LEAs to recruit more of the eligible population. Finally, validation of the data to ensure their reliability can, and must, be effected and the entire operation of calculating allocations can be performed through the MSRTS once its credibility is established.